

IAWG COUNTRY STUDY: MOROCCO

Executive Summary:

In preparation for its FY 1999 report to the President and Congress, the Interagency Working Group on U.S. Government-Sponsored International Exchanges and Training (IAWG) sent a country field study team to Morocco from May 13 to May 21, 2000. Composed of representatives from the Departments of Education, Defense, Justice, and State, and the United States Agency for International Development (USAID), the IAWG country field study team met with Mission personnel, representatives of international exchanges and training partner organizations, and program alumni within Morocco.

The IAWG Annual Inventory of Programs presents a Washington perspective; administrators at United States Government (USG) headquarters report their portfolios of international exchanges and training activities to the IAWG (for forwarding to the President and Congress). The IAWG believes in the importance of viewing international exchanges and training programs from the field perspective, and learning about possible best practices that could be replicated, at least, in Washington. The IAWG determined that trip analyses, including recommendations to Congress and the President, would enrich dialogue on the general state of federally-sponsored international exchanges and training.

The IAWG study team held pre-departure briefings in Washington. Team members received copies of the FY 1998 inventory of programs and a draft version of the FY 1999 annual submission for Morocco. Team members conducted background checks and verified program content with various federal departments and agencies occurred in Washington. Copies of the FY 1998 and 1999 clearinghouse data reports were sent to Rabat for distribution and verification at the Mission prior to the team's visit.

The Embassy's Public Diplomacy section, which consisted of Public Affairs Officer William Armbruster in Casablanca, Public Affairs Officer Jack McCreary, Cultural Affairs Officer Jeffrey Hill, Information Officer Matthew Lussenhop, and Cultural Specialist Dominique Benbrahim, provided valuable assistance to the team in its pursuit of IAWG goals.

Collaboration and optimization of assets result when leaders exercise strong management skills. Ambassador Edward Gabriel's leadership clearly has been critical in charting the Mission's direction and in creating the appropriate atmosphere to achieve established goals.

Field personnel appeared to understand how their individual efforts contributed to the Mission Performance Planning Process (MPP). Program managers and representatives from partner organizations had excellent leaders who generally understood the boundaries of their unique program goals; recognized opportunities for sharing resources; and saw how programs complemented one another. In addition, the leadership

of the Director of the Peace Corps and the Executive Secretary of the Moroccan-American Commission for Educational and Cultural Exchange (MACECE) are notable.

The interagency team learned that outlets such as the American Language Center in Casablanca and the Fulbright Program, administered through MACECE, function as natural conduits for spreading English teaching capability in Morocco, a country of nearly 30 million inhabitants who typically speak Arabic, French, Spanish, and Berber dialects by necessity. Over time, this growing English language capability has resulted in an expanded pool of students who can earn academic degrees and/or participate in advanced training in the United States. In fact, the substantial list of prominent Moroccan Fulbrighters and other international exchanges and training graduates enormously affects human capacity development within Morocco.

Morocco's commitment to the exchanges and training programs is commendable not only because the country contributes a large portion of the associated costs, but also because Morocco values its returnees, whose contributions can be found in a variety of fields, such as agriculture, architecture, business administration, economics, education, government, international relations, linguistics, literature, law, and journalism. Participants contribute, in part, to the healthy rate of economic development in the country.

The Mission places a high value on cooperation, communication, and teamwork. The success of the exchanges and training programs in Morocco can be attributed to a clear understanding of the needs of the country and a willingness to engage appropriate individuals -- Americans and Moroccans -- in strategic dialogue and consultation in fashioning programs and activities that serve mutual purposes.

The historical relationship between the United States and Morocco, which dates back to the American Revolution, helps to foster and facilitate a variety of interactions that contribute substantially to Morocco's economic, educational, and security needs. USG-sponsored exchanges and training are viewed as important adjuncts to Morocco's goal of strengthening human capacity and improving its institutions to enable it to provide the important services and expertise needed to raise the standard of living of its people. These programs have also enabled key leaders and administrators to plan and implement programs that will utilize the talents and skills of larger numbers of citizens and create markets for their products and services. The fact that significant numbers of officials in Morocco's government and educational institutions are alumni of USG-sponsored exchanges and training activities provides a valuable and supportive network of individuals who can assist the United States in planning and implementing its various programs.

General Recommendations:

Based on observations of management practices in the field and guidance from federal managers in Washington and Morocco, the IAWG country field study team submits the following general recommendations to the Working Group:

- Develop a standard Mission exchanges and training plan format so that each field unit contributes its own plan for accomplishing its objectives and meeting the overarching Mission Performance Plan goals.
- Share field unit resources within Missions for exchange or training preparation.
- Continue to examine IAWG definitions of exchanges and training programs in the broad context of activities that support the Mission Performance Plan process and better reflect U.S. Government investment.
- Provide additional guidance to federal data contributors to ensure that current IAWG data input reflects what the group really wants, that the data collected and reported are meaningful to all stakeholders, and that the data sources are reliable.
- Package programs by coordinating training events to correspond with major conferences and/or additional training events to maximize cost benefits.
- Pursue regional and distance learning activities when appropriate for more efficient use of training dollars.
- Develop and maintain partnerships with appropriate protocols between Mission field offices and Washington headquarters exchanges and training departments, particularly with federal entities without an overseas presence, to ensure that programs respond to the needs of both the field and line organizations.
- Explore commonalities in goals and engage the host country and national and multinational corporations as partners in exchanges and training initiatives, particularly in the programming area where cost sharing has been minimal.
- Require Missions to develop a central interagency depository for all federal exchanges and training data that not only provides a summary of activities in real time, but also contains a comprehensive alumni directory.
- Create a “pilot collection project” at targeted Missions using a web-based tool -- a field version of the IAWG Feds/www system or TraiNet, a distributive data management and monitoring system that is being used effectively by a majority of USAID overseas offices and their implementing partner organizations -- to interface with the IAWG inventory of programs.
- Conduct Mission-driven exchange/training evaluations that view MPP goals and achievements measured against the strengths and weaknesses of individual program plans.
- Collaborate with Ministry officials, as well as partner organizations, to address the problems of exchange and training participants who overstay their program period.

- Examine the re-integration process for exchange and training participants and establish a methodology to facilitate re-entry and to maximize the benefits of their educational, cultural, and technical experiences in support of USG mission goals.

Country Field Study Goal 1

- **Verify the FY 1998 and FY 1999 inventories of exchanges and training programs.**

The fact that the IAWG has deployed a World Wide Web-based program -- Feds/www -- for reporting and tracking each federal entities' training and exchange activities is promising. Establishing standard data elements in the collection process will assist the IAWG in devising methods to obtain relevant feedback about program performance, to draw comparisons among similar organizations so as to reduce unnecessary duplication, to identify best practices, and to help in planning, such as future requests for resources.

Feds/www is the tool that the IAWG has available that can be accessed (with passcode) by any federal stakeholder in the United States and overseas. However, the IAWG "annual call for data" solicitation does not include input from overseas missions and therefore no systemized cross-checking of Washington data submissions occurs at this time.

As a result, in part, of the country field studies undertaken last year (verifying FY 1997 and FY 1998 data), the IAWG Executive Committee asked federal contributors to include, if possible, in-country training participants (not just those who, by previous definition, "cross a border") in FY 1999 reporting and suggested additional outreach efforts in its goal of capturing the depth and breadth of international exchanges and training activities that occur with USG funds by federal entities and their partners.

Prior to our arrival, Ambassador Edward Gabriel asked the Public Diplomacy section to gather statistics on countrywide exchanges and training programs; the results were forwarded to the IAWG team for review and comparison.

The IAWG team felt encouraged by the cooperation it received from Mission participant organizations and offices in its attempt to verify numbers of participants in exchanges and training programs. In his remarks to the IAWG team, Ambassador Gabriel stressed the importance of exchanges and training programs to the Embassy's goals for a prosperous, democratic, and stable Morocco. Other staff reaffirmed his statement throughout the week.

After analyzing the data provided from Washington and Morocco, which revealed a mismatch of numbers, team members concluded that the IAWG Executive Committee must provide additional guidance to federal data contributors to ensure that current IAWG data input reflects what the group really wants for its report, that the data collected and reported are meaningful to all stakeholders, and that the data sources are reliable.

Its current efforts are indeed commendable, with more federal entities than ever reporting data for FY 1999. However, the IAWG still faces challenges as it continues to pursue the most accurate, comprehensive, and meaningful data from its federal contributors.

Misinterpretations of exchanges and training definitions, lack of adequate tracking mechanisms, lack of interest in the value of the reporting exercise, under or overestimating by federal departments, the ad hoc nature of some programming, and the fact that some field-driven activities may occur outside of Washington's reporting realm, as well as some Washington-driven activities that may occur without Embassy involvement, for example, contribute to less than precise data.

From this reporting exercise, it became clear to team members that an Embassy-based central interagency depository for exchanges and training data could provide a summary of activities in a given year, as well as a useful list of grantees/trainees within a country. MACECE has a comprehensive computer record of all its Fulbright alumni, for example. The IAWG team discovered that most Mission program administrators possessed some type of tracking mechanism to capture their training data, but lacked a unified approach to the exercise.

Perhaps a pilot project at selected Missions could collect data using a web-based tool -- a field version of the Feds/www system -- for interface with the annual IAWG inventory of programs. Another option to consider is TraiNet, a distributive data management and monitoring system used effectively by a majority of USAID overseas offices and their implementing partner organizations.

Country Field Study Goal 2

- **Determine the level of in-country coordination and information sharing on exchanges and training programs in the field, and examine programs for complementarity, synergy, duplication and/or overlap issues.**

During its one-week visit to Morocco, the IAWG team observed first-hand the cohesive and complementary practices employed by the Mission to implement its programs and activities. Interviews with Mission personnel, host-country officials, private sector partners, and distinguished exchanges and training alumni revealed a well-developed network for planning, implementing, and assessing the effectiveness of U.S.-sponsored exchanges and training activities.

Ambassador Edward Gabriel shared with the IAWG team his own philosophy concerning the development and maintenance of exchanges and training programs. He emphasized the Mission's congruence with the MPP and the International Affairs Strategic Plan, which serves as the foreign policy directive in the field and reinforces U.S. strategic goals and national interests. The MPP provides a framework for Mission goals that link all federal programs and activities within the country. It serves as a centerpiece by which interagency review and consensus can occur on country-level goals and strategies.

The MPP guides the whole Mission in a results-driven manner. The Ambassador has communicated quite clearly that all U.S. field representatives in Morocco will participate in the MPP process to the degree authorized by their individual charters. Group participation occurs throughout the planning and implementation processes.

According to the Ambassador, the Mission's goals are to promote a prosperous, democratic, and stable Morocco. To achieve these goals, the Embassy organizes two MPP retreats each year. The first assembles the MPP document. The second assesses the success/failure of the Mission's efforts to implement the MPP.

The assessment retreat provides a creative approach and offers an excellent venue for making programs more effective. Ambassador Gabriel stated that the MPP, as a product of contributions from all staff (including Foreign Service national employees), allows the Mission to be governed in a "bottom up" rather than a "top down" fashion.

Although scheduling did not allow time to attend a country team meeting, the IAWG team learned that Mission personnel in Rabat and Casablanca -- as well as the managers of the more independent federal entities of Peace Corps in Rabat and, to a lesser degree, the Morocco Transmitting Station in Tangier -- participate in the country team process.

Country team meetings ensure that communication, sharing, and networking among Mission staff takes place. The staff has benefited from these meetings to the extent that they feel comfortable consulting one another on a myriad of issues and make an effort to include each other in the communications loop during the planning and implementation of activities.

The team found little evidence of duplication or overlap of activities. Each agency represented at the Mission has its distinct goals and purposes and benefits from the synergies and networking that results from frequent contacts, as mandated by the Ambassador. This interaction provides an effective venue for sharing pertinent information and seeking input and feedback from Mission colleagues. Co-sponsorship of activities can occur as a direct result of dialogue entertained at the country team meetings. Key members of the Mission staff and most offices attend these meetings (or send representatives). Vetting ideas and proposals for specific activities is generally encouraged. Thus, wide dissemination of information and greater access to information seems apparent. Electronic sharing of information routinely occurs. This culture, which promotes inclusion, results in a more dynamic and transparent Mission.

Exchanges and training activities benefit substantially from all of the initiatives and activities of the MPP because the Ambassador and the Mission staff view them as high priority activities in support of the MPP, and the Moroccan government sees them as critical elements to their own planning priorities.

Another mechanism for coordination occurs with senior staff contributing to two major working groups -- Prosperity and Democracy -- which directly support the MPP.

Additionally, six subgroups address convergent themes to optimize U.S. program delivery:

- Professional exchanges
- Trade investment-structure reform to attract business
- Social development regarding education, health, and water
- Democracy and human rights examining women's rights and decentralization
- Military cooperation with the United States which has lead to a "strategic dialogue"
- Multilateral arrangements where both the United States and Morocco recognize the value of exchanges that benefit both countries simultaneously

For the Prosperity and Democracy Working Groups, for example, representatives from different elements meet every week to coordinate activities. The Ambassador stated that in these meetings he asks policy people to "take their hats off," forget their vested interests, and work together.

Will this creative environment survive? Yes, says the Ambassador. He believes the working group process, with its committee structure, would be difficult to dismantle and will outlive his tenure in Morocco. The Mission staff apparently agree. Although Mission representatives function independently in their own areas, most indicated that solving their respective issues, often complicated in nature, requires input from multiple sources at the Mission.

The various Mission personnel typically share information on all exchanges and training participants. While some Moroccans have participated in multiple programs, the Mission does not view this as a problem in itself. Instead, the Mission sees refresher training over time as useful and desirable.

The International Visitors (IV) Program was frequently cited as a program that works quite well within the Mission context. Known for its collaborative process, the program calls on the entire Mission team for input. All Mission field representatives are encouraged to participate in the nomination process. An IV panel makes the final selections.

The IAWG team observed an International Visitors nomination committee meeting at the Mission. Senior staff representing all the agencies of the Mission defended their nominations before the Public Diplomacy section. The IAWG team appreciated the opportunity to experience the richness of cross-agency dialogue on a program that appears to capture the attention of all staff. The nomination process provides an excellent arena for cross-pollination of thought on various candidates and the organizations they represent. The IAWG team believes that developing and applying standard procedures would facilitate an effective comparison of candidates. Specific criteria for selections could be made more apparent to principals (those directly involved in identifying candidates for nomination). Mission principals, in turn, would benefit from interviewing the nominated candidates prior to the meeting.

The collaborative process in the area of rule of law/administration of justice is less apparent. Although generally coordinated through the Regional Security Office (RSO), it appears that in some instances, training activities and exchanges may have occurred with minimal Mission participation. The RSO would like to provide more training to the police, but a lack of resources combined with a lack of English language capability in the Moroccan police force limits training opportunities. In addition, the Departments of Justice, Treasury, and Transportation sponsor limited exchanges and training opportunities. Training activities generally occur in response to the needs of the host country and are matched to available training resources. Most activities have involved sending Moroccans abroad and have been linked to stated Mission goals, primarily in the areas of Democracy and Economic Development.

Finding individuals with sufficient English language capability that would enable them to participate in U.S.-based training or tour U.S. institutions presents a formidable challenge to the Mission. (This situation contrasts with academia, where Moroccan students and faculty typically possess excellent command of the English language.)

Country Field Study Goal 3

- **Identify administrative and programmatic best practices related to exchanges and training from program officers, Mission colleagues, and host-country contacts.**

The significant portfolio of activities executed by the Mission staff seriously stretches available resources. The Ambassador and other senior Mission personnel recognize this problem. To cope with reduced resources resulting, in part, from federal downsizing, the Moroccan Mission has attempted to utilize improved business processes, time management, and other streamlining and reengineering measures.

Improved communication and collaboration help to stretch the reduced resources of various offices. Mission staff discuss elective projects and activities among themselves and seek local input and consultation before making the final decision to move forward. This procedure results in a better understanding of the processes involved in implementing these activities and an improved likelihood for success.

Mission personnel share their projects and best practices at country team meetings and through other sub-group meetings. The public airing of ideas and plans forces Mission staff to carefully think through the need and efficacy for these activities.

While this process places an increased burden on Mission staff, it encourages them to couch their activities under the general goals of the MPP and creates a climate for more open discussion and information sharing.

The case of the Moroccan Mission in general presents a good model for coordination, collaboration, and communication. The Mission has institutionalized processes in such a

way as to ensure their continuation and maintenance after the current leadership departs and in the face of any future turnover in staff. Ambassador Gabriel and others on his Mission team emphasized their interest in the long-term impact of their programs on Moroccan society rather than in results with a short life span. Therefore, administrative and programmatic efforts focus on projects and activities with the greatest likelihood of being sustained.

The Mission structures staff interaction on projects so that a successful outcome requires coordination and integration among those involved. The IAWG team learned that the Mission had produced an award-winning MPP. According to Mission staff and colleagues in Washington, a cash award was presented to Morocco for its well-written, clearly-defined product.

The IAWG team learned that participation in the MPP process helped Mission staff maintain focus. The staff retreats appear to be an appropriate setting not only for establishing the MPP, but also for monitoring implementation, and documenting future needs -- linking outcomes to implementing the MPP.

As noted earlier, the Mission staff is organized into two major working groups (Democracy and Prosperity); each of which supports the Mission Performance Plan. The working groups promote intra-Embassy cooperation and coordination to accomplish Mission-driven goals. The frequent interactions enhance team cohesiveness with a greater result in shared program goals. This work-by-committee mechanism has made the MPP a living document by (1) implementing a systemic approach to Mission projects, (2) documenting resource requirements, (3) linking performance outcomes, and (4) teaching leadership skills to the staff.

Memoranda of understanding and/or binational agreements between Moroccan Ministries and resulting binational committees serve as excellent vehicles for cooperation; they create a healthy tension among partners to honor their promises and commitments. The selection of projects and activities and the establishment of priorities are of significant concern to host country contacts and partners as well. Exchanges and training programs are designed to fulfill specific needs.

Bilateral exchanges, notably the Fulbright Program, generate leaders for the future by introducing Moroccans to U.S. concepts and practices they might consider using as benchmarks or models when implementing changes in Morocco.

MACECE has established a dynamic and representative Board to ensure that all programs within the Moroccan Fulbright portfolio respond to current in-country needs, will meet future country requirements, and can be adjusted as needed. MACECE's decisions reflect a greater awareness of the current and future needs of Morocco and a shifting away from the eclectic approach it followed in the past. The IAWG considers this new approach as a likely best practice because it facilitates a more intelligent utilization of limited resources.

In the past, Fulbrighters could travel abroad to study a variety of subject areas at U.S. institutions. However, the resulting oversupply of college graduates in certain fields prompted MACECE, in cooperation with the Moroccan government, to place greater emphasis on overseas exchanges for students in business-related and science and technology fields.

A downturn in federal support in the mid-1990s prompted MACECE to direct its outreach activities toward the business sector in Morocco. With the aid of the Ambassador, MACECE has garnered the support of the business community. Proceeds from fundraising efforts by its Business Advisory Council facilitated the creation of a Fulbright endowment and a number of Fulbright cost-shared grants.

Obviously, with high-level Moroccans serving on the Council the Fulbright Program receives wider recognition beyond the academic community. High-level Council members, such as the head of Moroccan national television, for example, virtually guarantee that Commission activities receive greater public notice.

Morocco currently is the only country in the developing world that contributes more funds to the Fulbright program than the United States. Statistics provided by MACECE's Executive Secretary show that the Moroccan government provided nearly 60 percent of the program's funding for fiscal year 1999. (This figure does not include certain administrative expenses, such as insurance costs paid by the Fulbright Program in Washington for all Fulbright grantees worldwide.)

"Taking care of" returning grantees emerged as a common theme throughout the IAWG's team meetings with various organizations in Morocco. When grantees had attempted to introduce innovations they had acquired through their exchanges and training experiences, many faced discouragement within the workplace, explained an official at AMIDEAST (America-Mideast Educational and Training Services, Inc.), a nongovernmental (NGO) partner organization that has instituted a transition program specifically tailored for Morocco's returning grantees. USAID has recommended applying more resources to returning grantees to prevent or reduce the occurrence of culture shock on their return home.

A program that uniquely addresses the acclimation issue of returned Fulbright grantees could serve as a best practice in programming options. MACECE's joint supervision doctoral program provides each student with a series of three trips to the United States for a total stay of 12 months. This enables the Fulbrighters to return to Morocco periodically and refocus their needs before returning to the United States for the next portion of the visit. It also eases the transition back to Morocco with the added benefit that the grantees continue to work for the Moroccan institution, since they leave for only a few months at a time rather than for a few years. In addition to more efficient use of resources, the program offers the American advisor the opportunity to go to Morocco and help develop institution-to-institution linkages.

Regarding Department of Defense programming, the Mission has demonstrated to the U.S. military leadership at the Unified Command in Europe the strategic value of Morocco to U.S. foreign policy goals and therefore achieved significant measurable indications of support.

In summary, the Mission has established the expectation in the Moroccan leadership that the United States recognizes that the relationship between the two countries is not one-sided but is based on mutual benefits.

Country Field Study Goal 4

- **Identify performance measurement standards within exchanges and training programs.**

Every program manager expressed the need to translate their activities into measurable outcomes and to link their activities to the MPP. It was clear by their actions that they were responding appropriately to the Government Performance and Results Act of 1993 by translating their MPP into a linked set of measures that define both the long-term strategic objectives, as well as the mechanisms for achieving those objectives. The Mission appears to monitor the successful application of training and exchange programming by fostering gatherings and formalizing steps to maintain contact with participants once they have completed their programs.

We can measure the short-term success of a program or activity by answering the following questions:

- Was the program/activity goal achieved?
- Was the program/activity done on time, within budget, and according to requirements?
- Was the client satisfied with the results?

Positive responses to these questions indicate that intra-Embassy programs meet the criteria for short-term success (achieving project goals, staying within program budgets, and producing participants who express satisfaction with their experiences). Staff addressed financial issues, feedback from customers, indicators of performance improvement, as well as the ability of the organization to learn and change.

One way to classify program input is to develop a model showing the full continuum of the different types of evaluation conducted:

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| Type I: | Were the participants <u>satisfied with the method</u> used to teach and were the <u>stated learning objectives taught</u> ? |
| Type II: | Did the participants feel they <u>learned the concepts and principles</u> presented? |
| Type III: | Did the participants <u>use the concepts and principles</u> on the job? |
| Type IV: | Does the application of the <u>concepts and principles positively affect</u> the individual and/or the organization? |

Type I and Type II: Findings could be gathered relatively easily at the end of a particular exchange or training activity.

Type III: Documenting in-country, measurable outcomes directly relates to the participants' level of effort and political circumstances in the country. (These results, however, have been difficult to collect.) Typically, Type III findings can be gathered no sooner than six months after the start of a particular initiative.

Type IV: Frequently these outcomes were not available any sooner than about 18 months after a training or exchange program.

Specific goals regarding exchanges and training programs exist throughout the Mission. All could be characterized as supporting democratic, social, and economic host-country development. Different programs report various levels of success. While some exchanges and training activities demonstrate immediate and verifiable benefits in a quantitative manner in the short-term, most of the benefits occur over the long-term and may not be easily quantifiable.

Despite the difficulty inherent in documenting benefits, program managers vigilantly monitor outcomes that simultaneously address the concerns of their resource managers, as well as those affecting their colleagues from other programs.

Documentation of results ran the gamut, from counting the number of events and attendees, to tracking the career paths of participants and observing how they converted their experiences into Moroccan solutions to Moroccan problems. Examples abound, as evidenced by the development of a free press, movement towards decentralization in areas like education, leadership roles for women, increased number of trained managers, improvements in issues related to human rights and the rule of law, openness to bilateral military exercises with the United States, as well as an overall increasing desire to learn and implement knowledge, skills, and approaches specifically American.

According to an AMIDEAST official, Teachers of English as a Foreign Language (TOEFL) statistics can be used as one indicator of the popularity of exchanges/training opportunities between Morocco and the United States. In the mid-1970s, for example, fewer than 100 Moroccans a year took the TOEFL (English mastery) examination. Today, approximately 2,000 Moroccans take the TOEFL test each year.

Another way to measure performance, for example, would be to determine whether participants who successfully complete a program/activity can apply their exchange or training experience after they return to their country. Generally (except for those who are trained in a specific technical skill), a period of six months to two years could elapse before exchange participants find a suitable venue for their experience.

To help ensure a successful Fulbright experience for Moroccan students, for example, the MACECE advertises a range of fields of study available for Fulbright awards (based on

consultations with Mission staff, Board members, and appropriate Ministry officials), with a longer-range view toward grantee re-entry employment prospects. To create a balanced and diverse applicant pool, MACECE also conducts outreach efforts focused on increasing the number of female applicants and attracting applicants from outside the Rabat-Casablanca corridor.

The MACECE Board conducts a rigorous screening process through open, merit-based competition that includes a careful examination of the future employability of candidates in their selected fields when offering grants. The Fulbright leadership believes this targeted screening process is one reason for the high return rate of Moroccan Fulbrighters.

Country Field Study Goal 5

- **Observe the degree of host country input into program operations.**

There appears to be a growing formal and informal network of contacts between various host country Ministries, private sector organizations, NGOs and the U.S. Mission for sharing information and making the best use of limited funding for exchanges and training programs.

U.S. Mission representatives who administer exchanges and training programs in Morocco reported that they routinely consult with their counterparts in the Moroccan government and in the NGO and local sectors. They all suggested that it would be very difficult to implement effective exchanges and training programs without being plugged into local groups and their areas of expertise and interest.

Mission personnel place a high priority on establishing appropriate linkages with their Moroccan counterparts and cultivating relationships that will enhance their ability to implement their projects in an effective and efficient manner.

Mission personnel routinely share information at regular, mandatory staff meetings. These meetings also enable the Mission to learn the extent to which the activities implemented by the various Mission staff support the MPP process.

The U.S. Mission is very fortunate to have the leadership and support of Ambassador Gabriel and Deputy Chief of Mission Maureen Quinn; both participate in ensuring that training and exchange programs fit within the MPP process. The Ambassador and his Mission staff are very active in the various sectors of the Moroccan community. In fact, the IAWG team found that most of the U.S. Mission staff recognized the need to communicate and cultivate good relations with their counterparts and with the beneficiaries of the exchanges and training programs.

The Moroccan government is committed to developing economic self-sufficiency among its people and to providing education and training in areas where there is a deficit of

qualified Moroccans. Collaboration and participation in U.S. training and exchange programs are welcomed partnerships that will help Morocco to achieve its goals.

Through interviews with individuals and partner organizations, the IAWG gained a sense of how Moroccans value and leverage U.S.-sponsored exchanges and training activities. Feedback obtained through a series of meetings suggest that Moroccans not only value USG exchanges and training opportunities, they want to see them expanded.

Many of the Moroccan professionals and students trained through USG programs have created formal and informal networks among themselves to continue working together to help their country achieve its development goals. Many of these individuals have ascended to positions of prominence and play key roles in helping to determine the future economic, social, and political course of their country.

Mission staffers are working diligently to develop databases that will enable them to maintain contact with grantees/trainees and create an alumni directory. The Mission often asks alumni of selected exchanges and training programs for assistance in recruiting new participants and in providing feedback to help improve the planning and implementation of these programs.

The Peace Corps provides an excellent example of how directly involved the Moroccan leadership is regarding USG services. The Peace Corps Director in Morocco (1) obtains specific guidance about what programs the Moroccans desire, (2) submits all proposed activities to the host government for approval, and (3) provides resumes of potential Peace Corps Volunteers (PCVs) to the Moroccans for approval (prior to the delivery of any services).

The Peace Corps in Morocco concentrates its efforts in education, health, environment, and small business development. (Interestingly, 15 percent of the PCVs in Morocco are senior citizens, another 8 to 10 percent are between 30 and 50 years of age, and the rest are age 24 and over.)

Once a year, the Peace Corps conducts in-service training bringing together PCVs and their Moroccan counterparts. This joint exercise is an excellent way to leave a legacy and ensure that the local community understands the goals of the Peace Corps.

In the field of education, PCVs and their Moroccan partners work side by side to improve teaching techniques, expand educational resources, and design targeted English curricula. PCVs also work in the informal sector, providing English classes at youth centers. They help with various community and youth development activities, such as arbor projects and litter clean-up campaigns. In the environmental field, PCVs work with Morocco's national park management to help implement nature conservation activities; they also work with the local community on outreach programs. In the health sector, PCVs work in rural communities to improve mother and child health care, increase safe water supplies, and promote hygiene and sanitation practices. In small business development, PCVs work with Moroccan ministry officials to increase the capacity of the artisan sector to

generate income and provide jobs. PCVs provide training in marketing, exports, basic finance, information systems, and the Internet. They also conduct feasibility studies and assist with business and marketing plans.

The Peace Corps Director had recently returned from visiting sites where 15 new PCVs will be collaborating with the Ministry of Handicrafts in small business development. The Director of Planning in the Ministry of Handicrafts, a recently returned International Visitor (IV) Program participant, was involved in the site selections. As a result of his U.S. stay, the IV participant has set a number of projects in motion. One project was for PCVs to help develop written curriculum to teach handicrafts.

While he was most appreciative of the opportunity to travel to the United States and meet his counterparts, the Moroccan Director felt the program was too ambitious for the three-week time period. He suggested that fewer stops on the itinerary and more time spent with U.S. interlocutors would have improved his visit.

Despite the shortcomings of the heavy travel schedule, the IV participant made excellent contacts and acquired very useful information. Since that time, he has arranged to obtain virtual space for Moroccans to advertise their wares on an American website. Two organizations from New York will send representatives to Morocco to help finance small cooperatives, especially for women. And the Director has great hopes that a group of retailers will help promote the sales of Moroccan products. All outcomes made possible by an IV visit.

The Minister of Handicrafts reiterated the desire of the Moroccan government to support and encourage programming that will help Moroccans support themselves. As a beneficiary of U.S. training many years ago, the Minister himself was highly complimentary of the benefits of participating in international training. He supported the efforts of his government to work collaboratively with the United States in providing exchanges and training opportunities that will help Morocco reach its development goals.

The IAWG team learned from the Minister of Handicrafts that six million Moroccans depend directly or indirectly on the handicraft industry. Morocco does not have sufficient financial resources to develop heavy industry, but the handicraft industry can be developed with modest resources. A healthy handicraft industry is also one of the best ways of preventing rural exodus, added the Minister.

The Department of Agriculture's Cochran Fellowship program depends on host country input on two levels. On the first level, the Ministry of Agriculture (MOA) participates in the candidate selection process. The Ministry generates a short list of candidates for the initial round of screening. (In theory, the MOA's assessment of greatest needs is reflected in the identification of candidates.) The proposed candidates are then interviewed and assigned a relative ranking by visiting Washington-based staff. Although Mission staff are not directly involved in selecting the candidates, they help to guide the process by establishing development priorities in the MPP.

The Cochran Fellowship program expenses are shared by the USG (from a variety of federal sources, including USAID) and the Moroccan government. The MOA or the participant pays the cost of international air travel. Thus, cost sharing constitutes a second level of host country involvement.

However, in some federal programs the level of host country involvement has had less (than its potential) positive outcomes. Moroccan oversight of the International Military Education and Training (IMET) program, for example, has been somewhat limiting. Created in 1976, IMET is often referred to as the “traditional” U.S. military training program, with funding through the foreign aid appropriations process, overseen by the Department of State and implemented by the Defense Department.

In 1998, about 30 percent of IMET funding was authorized to be spent on expanded IMET (E-IMET) programs that address the topics of resource management, civil-military relations, and human rights/rule of law. Both military and civilian personnel may take courses and participate in programs related to these topics. (Morocco’s total IMET grant allocation in FY 2000 is \$900,000.)

The Moroccan Army, Navy, and Air Force espouse the more traditional view that all their IMET funds should be spent on the career development program of their military officers. Therefore, unfortunately, no E-IMET programs have involved civilian personnel.

This tactical view by the Moroccans that E-IMET programming is not a good use of their IMET grant, has limited the important opportunity to build strategic relationships with other Moroccan agencies and ministries. This outcome does not appear to be consistent with stated goals in the MPP. The opportunity to expand the program may occur if the Mission leadership engages Moroccan leaders to explore study topics of mutual interest to both the military and civilian sectors.

Last year, the Security Assistance Officer obtained permission from the Ministry of Health to allow a visit by representatives of E-IMET’s International Health Resources Management Program (IHRM). The program focuses on building the healthcare management capacity in the host country by providing experiential learning experiences for managers, leaders, and executives involved with improving the healthcare system. Due to the untimely death of the King last July, the visit was postponed.

It would seem timely in light of the efforts underway by USAID and the Ministry of Health regarding healthcare reform that IHRM be considered as an opportunity to simultaneously strengthen lines of communication between these two organizations, while introducing healthcare management principles that have been demonstrated to be universal in their application of creating efficient and effective systems to improve the health status of the beneficiary population.

Although the International Bureau of Broadcasting offers training opportunities, its Transmitting Station in Tangier has not had any training candidates. Its mission is to provide high power shortwave transmissions for broadcasters to targeted European sites;

its protocol of agreement allows for selective training to be provided at no cost to Moroccans. To date, Morocco has not been able to take advantage of this offer because of an inability to provide candidates and/or the lack of an infrastructure to make maximum use of the training.

Law enforcement in Morocco is entering a critical stage. As the government moves to a more democratic and open style of government, Moroccan law enforcement agencies need to adapt to the changing cultural reality, as well as the issues, that will invariably arise as the country becomes more actively involved with the larger cultural and economic European community. Greater foreign trade and increased contact with other nations will challenge law enforcement to change radically and rapidly. It would be beneficial for the Moroccan government to take advantage of this transitional period to aggressively support administration of justice/rule of law training and exchange programs.

The IAWG team learned that the new Minister of Interior was anxious to engage international assistance in the continued development of Moroccan law enforcement and justice programs. And there has been a general move toward a more contemporary approach to law enforcement and administration of justice under the new King.

By all accounts, King Mohammed VI is young, dynamic, and fully engaged in the international exchange and training process. He has committed significant resources of his country to support exchanges and training programs; he sees their value and benefit to Morocco. The government of Morocco works closely with the U.S. Mission and other exchange providers to steer programs to address specific country needs and support international training. This engagement, not only by the government of Morocco but also by the U.S. Mission, to actively seek host country participation has resulted in a strong impetus which drives the exchange and training programs to address the interests of all participants.

Country Field Study Goal 6

- **Learn about private sector initiatives and the degree of support solicitations received in-country by USG agencies conducting exchanges and training.**

The private sector, which already plays a significant role in international exchanges and training programs, is expected to increase its involvement in these activities in the future. The U.S. Mission and the Moroccan government have engaged many national and multinational corporations as sponsors of training and exchange initiatives. These sponsors provide needed funding, assist in giving direction and support to participants, and strengthen the cooperation between the public and private sectors in meeting goals of mutual interest and concern.

Coordination between government and private sector elements ensures that providers and users work together to devise and implement strategies for effective programs based on

current and anticipated needs. As is well known in the private sector, formal training and exchange programs are only part of the learning and development process. Coaching and mentoring play significant roles in the development of individuals and institutions. Joint ventures with both the private sector and host government institutions can provide an important connection to the exchange and training process. Members of the private sector should continue to be encouraged to participate in the process.

AMIDEAST, for example, partners with the U.S. Department of State in providing student advising services, conducting orientation programs for Fulbright grantees, and providing English language training in subjects such as academic English for students going to the States.

AMIDEAST's orientation program for post-graduate students about to study in the States focuses on, among other subjects, life in the United States in general and American universities in particular, and provides students with guidance in academic writing. Former grantees are frequently used as resources. A unique aspect of its program is its sessions designed to help returned grantees become re-acclimated to the working environment in Morocco.

AMIDEAST also partners with USAID in a program to improve the training and capacity of teachers, teacher trainers, and inspectors of the Moroccan Ministry of National Education. A main goal is to increase the retention rate of girls attending rural Moroccan schools.

The IAWG team learned that the Department of Agriculture program planners leveraged the expertise of the U.S. private sector to provide a comprehensive training experience for Moroccans. Knowledgeable staff from the U.S. Grain Industry accompanied participants during the observational touring component of their program. As such, the participants were able to engage in continuous dialogue, reinforce their perceptions, clarify issues, and confirm understandings about the business practices and procedures observed. Overall, their experience was enriched more than it would have been had they traveled alone, or with someone with limited knowledge of the grain industry.

With funding from a number of public and private sector sources, the American Legation in Tangier serves as a cultural center, museum, library, and conference center. Designated an historic landmark (site of the U.S. diplomatic Mission from 1821 until 1956), the Legation has the support of the Ambassador, who is on the Legation's Board, to pursue its apparent multifocused activities. As an affiliate of the American Institute for Maghreb Studies (AIMS), the center welcomes scholars to its research library, reputed to be one of the best English-language collections on Morocco and North Africa in the country. The Legation hosts academic conferences and sponsors scholars receiving grants from AIMS, the Council of American Overseas Research Centers (with Department of Education funding), and the Social Science Research Council. (The IAWG team learned that the Legation was planning to host a summer Arabic language program in cooperation with Georgetown University's Arabic Language Department.) The center also contains a general reference library established by PCVs for the benefit of local students and

teachers of English, and hosts exhibitions, concerts, lectures, meetings, and other activities. The Legation has been the site for a World Bank conference and the Mission MPP retreat.

In recent years, the center has opened its doors to the community as headquarters for a committee of local residents seeking to preserve and improve the appearance of the old walled city and to highlight its historic significance. And as a service to the community, the Legation has organized literacy classes for women. In conducting these classes, the Director noted that the staff had discovered unexpected connections between literacy and health issues. Some women had dropped out of the classes because they could not see well enough to read the blackboard. The staff worked with the Lion's Club to provide eyeglasses for these individuals.

The Legation's Director and bilateral Board (which includes former diplomats and respected Moroccan scholars) plan to pursue fundraising opportunities/activities in an attempt to make the site more self-sufficient, perhaps more focused, with efficient and cost-effective programming.

Regarding rule of law/administration of justice programming, there appears to be no significant private sector involvement in this area. However, with the opening of the European market and the country's continuing development as an economic entry point to the African continent, Morocco will face significant law enforcement challenges. As with the private sector, it is important for those involved in law enforcement to anticipate future needs in order to be prepared to meet the next generation of financial, cyber, and organized crime influences.

Country Field Study Goal 7

- **Collect suggestions from U.S. Mission staff regarding the strategy and action plan (for 10 percent savings recommendations) for the IAWG FY 1999 Annual Report.**

Program managers believed that since most training and exchange programs are adapted to some degree in response to available or proposed funding, it would not seem worthwhile to look to establish a blanket 10 percent savings on programs.

Savings in exchanges and training programs would come from four general avenues in approach:

- Reduce available funding for existing programs. This is the simplest and easiest manner to reduce costs but does not assist the U.S. Mission or its exchanges and training programs.
- Conduct existing training and exchange programs more efficiently; for example, by standardizing programs when appropriate, purchasing discount airfares, and booking charter flights. Incorporate a task force concept in the approach to training and

exchanges. Package programs. Coordinate training events to correspond with major conferences and/or additional training events to maximize cost benefits. Pursuit of regional and distance learning activities may be the best source for savings in training.

- Obtain a more significant return on the training and exchange investment dollar. Perhaps the most difficult of the options but the one most likely to have the best overall impact. It is said in business that it is much cheaper to keep an old customer or client than to develop a new one. If a significant effort were made to maintain contacts over time and continue to assist exchange and training participants realize their professional goals, a greater mutual benefit would be derived from existing exchange and training funding.
- Obtain greater participation and support from the host country and the private sector. The U.S. Mission in Morocco has been very successful in establishing a beachhead in this area and it is most likely that continued work in joint ventures would pay dividends in the immediate future and further down the road.